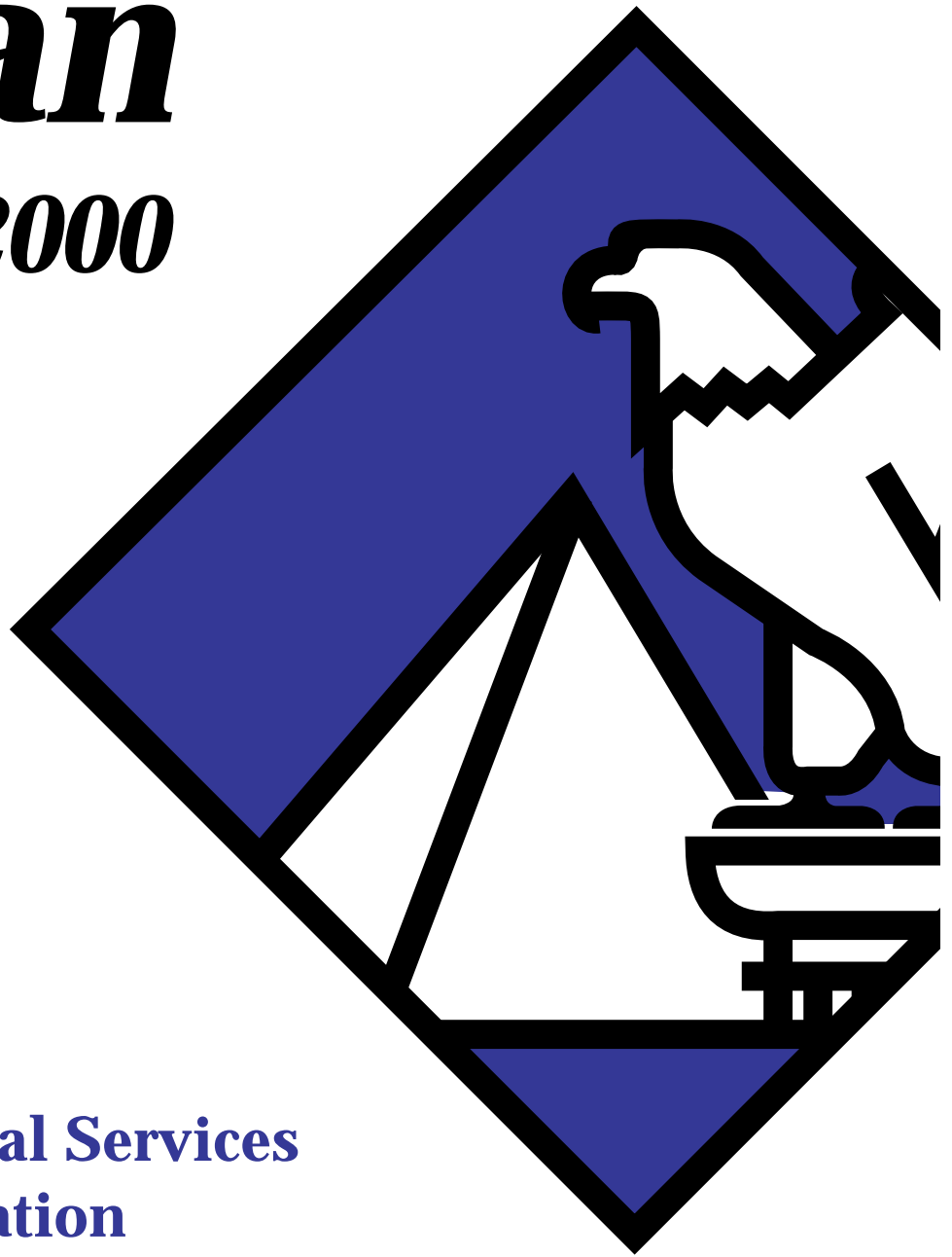


# ***Strategic Plan***

***1995-2000***



**U.S. General Services  
Administration**

# Partnership and Participation

**W**e initiated in 1994 a more integrated planning process for the Agency whose first result was this Strategic Plan. It is the initial work product of a participative and inclusionary process which has become the preferred way of doing business at GSA. Using diverse groups of employees that cut across business and regional lines, the approach reflects and foreshadows the multi-disciplinary, integrated style we will use to better serve our customers.

Two conferences were held that involved diverse cross-sections of employees from across the country contributing their candor and vision for the Agency. These conferences were planned in partnership with GSA's two major unions, the American Federation of Government Employees (AFGE) and the

National Federation of Federal Employees (NFFE); and a working group representing the Services, Staff Offices and Regions. Conference results were shared with the GSA Leadership Council consisting of the Administrator, Deputy Administrator, Heads of Services and Staff Offices, and Regional Administrators. The Administrator and Deputy Administrator approved the Strategic Plan after discussions with other members of the Leadership Council.

## Definitions

The fundamental building blocks of any strategic plan are the **Mission, Vision** and **Values** of an enterprise. These terms have common sense meanings:

**Mission:** Our central purpose, our reason for being, the work we do each day.

**Vision:** Our shared picture of our future toward which we direct our efforts.

**Values:** The deeply held beliefs that must drive our actions and behavior if we are to realize our mission.

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**T**his is the Strategic Plan of the General Services Administration for 1995-2000. It articulates our mission, vision, and values, and outlines the future direction of the agency.

--January 1995

# *GSA Strategic Plan 1995-2000*

**A**s we define the Strategic Plan to accomplish this mission in the final years of this century—1995-2000—it is clear that we will be doing so in a rapidly changing world. It is a world transforming itself continuously to one which bears little

**Our mission is to improve the effectiveness of the Federal Government by creating high quality work environments for its employees.**

resemblance to the world that existed when the General Services Administration (GSA) was first created nearly half a century ago. If we know one thing with certainty, it is that the rate of change will continue to escalate in the world around us, in the American society, in the Federal community and within the business endeavors we pursue to achieve our mission.

We believe these changes demand that we think differently about how to operate in a manner that both anticipates change and delivers improved performance. To do so, it is imperative for GSA to take a fresh look at how its businesses work together so that it can help lead toward the desired result: a more effective Government through the creation of high quality work environments. We will actively seek the views of Congress and our customers as we do this.

We are mindful at all times of what the National Performance Review requires—that we play a key role in creating “a Government that works better and costs less.” As we do so, we will continue to test each individual piece of our activities by the standard we put in place last year: to be “better, cheaper, faster, easier and smarter” than anyone who competes with us in providing similar services.

As we look ahead, however, to the changes that confront us, we must also test the whole in a more synergistic and results-oriented way. This will demand that we ask ourselves to quantify the impact of our work on even larger goals—improved service to the citizens of our nation, increased worker productivity and a better quality of life for all.

## **Our Changing World**

In the larger context—the world political and economic scene—we are experiencing the emergence of a truly global economy, driven by changing alliances among nations, falling trade barriers and great leaps in information technology. These present fundamental challenges to the United States economy—new partnerships, new business opportunities, new competition— all of which affect existing patterns and practices. Future historians will undoubtedly confirm that this worldwide phenomenon means that we are approaching not only the end of this century but indeed of the industrial era. The Information Age we

are entering promises and portends fundamental changes for every aspect of our experience.

These changes are also having an extraordinary impact on the expectations of American taxpayers. They are demanding more in the way of performance and quality from public servants, as well as changes in the size and capability of the Federal workforce comparable to those affecting private sector employees. These demands find their origins in the fundamental changes rocking the domestic economy and disrupting the finances of households across the nation.

At the same time, there is a growing clamor from our citizens for a society that offers cleaner air, less traffic on the highways, less violence in the streets, reduced environmental pollution and improved quality of life. These demands are driving greater attention at GSA to activities as diverse as recycling and child care, telecommuting and green buildings and products of all kinds. Accordingly, we are pursuing our mission in a way that uses less energy, generates less waste and provides more amenities.

These higher expectations from grassroots America were manifested in 1993's National Performance Review which required intensive reassessment of all Federal operations. One year into implementation, many of its recommendations are changing the way that

Federal agencies operate. GSA is playing a major role.

## **A Changing Federal Work Environment**

The Federal workforce, too, is challenged by constant change as it meets demands to become significantly smaller, more flexible, more responsive to customers and more service-oriented. The individuals who make up the workforce are also trying to address shifting priorities in their own lives, as they enact the roles of single parents, caregivers for elderly relatives or dual career family members, all of which place unparalleled demands on their time, energy and priorities.

**“We intend to redesign, reinvent, to reinvigorate the entire national Government.” President Bill Clinton**

As the agency responsible for the work environments in which more than half the Federal workforce operates every day, GSA is now planning how to broaden its performance measures. They will include not only those directly related to the operation of GSA's individual business lines but those which result from the effective integration of all that GSA does. This is particularly significant as we prepare for a future which will test and

extend current thinking about the Federal workplace.

We believe that the concept of “workplace” must reach beyond the four walls of a traditional office in a Federal building or complex. It must, in fact, come to encompass wherever Federal employees work, whether that is in an office building, a warehouse, a border sta-

**“We face new challenges from our competitors around the world and from the people we serve here at home, that demand new solutions and creative thinking.” Vice President Al Gore**

tion, a telecommuting center, or an employee’s home or car. It will also include the “virtual office” somewhere along the Information Highway, where transactions occur among systems, independent of geographic location.

Because it’s difficult to capture the variety and diversity of these settings in the word “workplace,” we are beginning now to think instead of the concept of “work environment.” Environment can and does include not only physical facilities but all the tools workers need to do their jobs, from pencils and telephones, to furniture and laptop computers, to credit cards and airline tickets.

Many changes in workplace definition have already greatly affected GSA’s efforts. The drive to respond to the needs of workers for high quality child care has led to rapid expansion of Federal child care programs throughout the country, now numbering nearly 100, with an additional 30 percent increase forecast before the end of the century. These are viewed not only as a means to make the workplace more “family friendly” for employees but, more importantly, to decrease absenteeism and increase productivity—new measures of the effectiveness of our work at GSA.

Currently, the initiative to build telecommuting centers is also placing new demands on GSA. Not only are the centers themselves testing the coordination and integration of GSA’s many business lines to produce new state-of-the-art facilities, but they are being marketed and measured by their ability to decrease traffic on urban highways, diminish the use of fossil fuels, improve customer service and enhance community and family life.

These new work environments are a key force leading us towards measuring all our activities by the quality of output and results, as well as the cost effectiveness and innovation of what goes into our buildings through GSA’s design, construction, information technology, supply and management activities.

## Changing Workplace Strategies for the 21st Century

As we look to the century ahead, we now know that GSA will have to integrate across its major business lines in a new and forceful way to support an increasing variety of work environments. These changes must drive, in the next five years, a GSA that works together in a more powerful way, so that our customer workforces can function more productively and efficiently in the settings we create and equip. We welcome the direction and support of Congress in rising to these challenges.

To ensure that this will happen, we initiated in 1994 a more integrated planning process for the Agency whose first result was this Strategic Plan. It is the initial work product of a participative and inclusionary process which is fast becoming the preferred way of doing business at GSA. Using diverse groups of employees that cut across business and regional lines within the format of the new labor/management partnership, the approach reflects and foreshadows the multidisciplinary, integrated style we will use to better serve our customers.

In 1995 and beyond, GSA will dedicate specific resources to this effort—individuals whose perspective spans the Agency rather than individual Services, and who drive us to do the hard work necessary to bring about true and complete integration. The result will be a common sense of purpose for GSA employees and, importantly, a single face to the customer.

We believe that no other organization, in the private or public sector, can bring to bear as

**“We must create Federal workplaces that inspire quality service to customers and enhance quality of life for employees—and their families.”**

**Faith Wohl, Office of Workplace Initiatives**

much experience, knowledge and range of capability to the creation of high performance Federal work environments as GSA. This not only provides us with the ability to compete effectively for customers in the Federal community but imposes on us the responsibility to apply that capability to the greatest good. We accept that as the guiding principle of our work in these final years of the century.

# Vision

- We will meet and exceed the needs of our customers by being more competitive and providing better value. GSA products and services will provide exceptional value, quality, timeliness and the convenience of easy accessibility.
- We will be a model agency in the Federal Government by taking a leadership role in human resources, work environments, and technology initiatives.
- We will actively contribute to the creation of a better Government. We will exercise influence, leverage and business leadership to help other Federal agencies achieve “best in class” for activities in which GSA shares responsibility or has demonstrated expertise.
- We will include small, minority, and women-owned businesses as full participants within our cadre of quality suppliers and vendors.
- We will make every GSA employee proud to work for this dynamic and innovative agency with a feeling of personal accomplishment and commitment for achieving GSA’s Mission and Vision.
- We will add optimal value for both the taxpayers and our customers through our policy and oversight roles.
- We will each make individual improvements in the way work is accomplished, thus bringing about real change.

**“The most fundamental reason for change is because we now view our work at GSA from a different perspective.”**

**Roger Johnson, Administrator**



# Values

- **Service:** We welcome the challenges of competition and excellence in customer service.
- **Personal Qualities:** We value teamwork, responsiveness, honesty, knowledge, courtesy, respect for others, consideration, dependability, and positive attitudes.
- **Diversity:** We see GSA's diverse workforce as one of our major strengths to be developed to its fullest potential.
- **Partnering:** We will continue to strengthen partnerships between labor and management and establish business alliances with our suppliers and customers.
- **Results:** We are reducing the layers of procedure and review in favor of more efficient and streamlined decision-making as we move from a focus on process to that of achieving measurable results.
- **Innovation:** We are being empowered in a culture of continuous organizational learning to take innovative approaches to solving problems to enhance our customers' ability to better serve the citizens.

**“Don't sit back and wait for change to happen...empower yourself. I challenge each of you to make a positive change in the way you work.”**

**Julia Stasch, Deputy Administrator  
1994 Strategic Planning Conference**

# GSA's Businesses

**Q**uality work environments require integrated space, services, supplies, and systems that enhance workers' ability to serve the citizens of the United States. Our three major businesses — **REAL PROPERTY, SUPPLIES and SERVICES, and INFORMATION AND TELECOMMUNICATIONS TECHNOLOGY** — will support the Mission by providing quality products and services to our customers in a timely manner at a fair price. We also exercise leadership through Government-wide policy and oversight functions.

The challenge of integration is both external and internal. Although direct contact to customers is most often performed by employees of the GSA Services, these efforts would not be possible without the support of the GSA Staff Offices. These include: **the Offices of Management Services and Human Resources, Workplace Initiatives, Enterprise Development, Public Affairs, General Counsel, Acquisition Policy, Congressional and Intergovernmental Affairs, Inspector General, Board of Contract Appeals, and Chief Financial Officer.**

*The following pages describe our major businesses. The respective strategic goals, objectives, measures and commitments that contribute to achieving the overall Mission in our changing environment are briefly described. Many organizational realignments and shifts in emphasis will be necessary to provide integrated solutions for our customers. Further detail is available for each of the*

*Services and Staff Offices in the Performance Plans they have prepared to support this Strategic Plan.*

*In a parallel effort, a Customer Service Plan has recently been developed to provide additional focus on our customers. Where appropriate, regions will develop Regional Implementation Plans to outline how they will deliver services to customers in their geographic area. All plans will contain results-based performance criteria that will enable management and others to assess how well we are accomplishing our Mission.*

## Real Property

### Strategic Goal

**We will support the accomplishment of our customers' Missions by providing high-quality Real Property acquisition, construction, management and disposal services in a timely and cost-effective manner.**

Our efforts to rethink our real property business began several years ago with emphasis on customer requirements, development of employees, and leadership in the real estate industry. These initial efforts identified much room for improvement. Quality Management training pointed to a future organization in which employees were empowered; processes were improved; and there was an atmosphere of teamwork. Our customers told us that we were too much of a regulator and provided too little service. The service we provided was often slow and unresponsive because of

bureaucratic procedures. They also said our employees cared more about rules than customer needs, and operations along functional lines made the Agency difficult to do business with.

In an effort to improve operations and, at the same time, embrace the President's guidance to restructure the workforce and improve customer service, we have embarked on a dramatic reinvention effort designed to address these problems. This reinvention effort is currently moving toward implementation in FY 1995. The Public Buildings Service and Federal Property Resources Service are realigning around the following five service and two support enterprises:

## **Service Enterprises**

### ***Portfolio Management***

Portfolio Management will manage our owned and leased real property to optimize value through effective client agency mission support and sound financial management. Through community and individual project plans, it will integrate client agency missions with Federal, social and economic programs to create cost effective real estate solutions. Often these will involve more efficient utilization of real property assets already owned by the Federal Government, thereby enhancing the value of the portfolio. The Portfolio Management enterprise will "hire" the other service enterprises to perform specific activities for individual properties or transactions.

### ***Commercial Brokerage and Property Disposal and Utilization***

Commercial Brokerage and Property Disposal and Utilization will acquire real property through various means (e.g., leases, lease/purchases, lease construction, and building purchases) and dispose of properties no longer needed through appropriate procedures (e.g., discount conveyances, negotiated sales, and public sales). It will have a critical role in the quality of workplace environments by providing integrated occupancy services to client agencies, as well as promoting the maximum utilization of the real estate we already own or control. In addition, it will serve customer agencies by representing them when they need to dispose of real estate that they own.

### ***Fee Developer***

Fee Developer will provide project management services to execute major and complex repairs and alterations, modernization, new construction, and projects for lease/purchase. It will also provide technical services and support for project development and other special support studies requiring architectural or design and construction expertise. For example, these services might include evaluating the physical condition of a building to determine necessary repairs, estimating the cost of building a new building, and overseeing the work of construction contractors.

### ***Property Management***

Property Management will manage and operate real property holdings after initial occupancy. This covers a broad range of functions including real property maintenance and operation, tenant services, repairs and alterations (except major modernization). Although often mundane, these services can be critically important to the customer. Such factors as the room temperature of an office or the availability of electric power can determine whether a work environment succeeds or fails.

### ***Federal Protective Service***

The Federal Protective Service will continue to provide a wide variety of integrated law enforcement and security services for the protection of life and property. These services include incident response, security assessments, security systems and emergency communications management, and guard services.

### **Objectives and Measures for Service Enterprises:**

Each of the service enterprises will be evaluated against the objectives of Customer satisfaction, Effectiveness, Competitiveness, and Cost effectiveness. Overall measures will assess the degree to which the culture of the organization focuses on quality principles.

### **Support Enterprises**

In addition to the five service enterprises, two

enterprises will function in a support or regulatory capacity:

### ***Business Development***

Business Development will perform market research and business forecasting for our real property activities. These activities include market research and analysis, identification of emerging workplace trends and building amenities, and integration of customer needs into the business strategy.

### ***Government-wide Real Property Policy***

Government-wide Real Property Policy will have a leadership role in formulating, disseminating, and applying real estate principles, guidelines, standards, policies, and asset management initiatives. The enterprise will also provide an information clearinghouse for agencies to share information relating to the availability and demand for space and real property assets and leverage opportunities. Finally, it may also be called upon to resolve disputes between GSA client agencies and the GSA Portfolio Management enterprise to ensure chosen solutions are optimal to the Federal Government.

### **Objectives and Measures for Support Enterprises:**

Objectives and Measures for Business Development and Government-wide Real Property Policy are being refined.

### **Our Commitment**

We aim to become the Federal Government's

**workplace provider of choice, recognized for leadership in the delivery of services at or above the quality required, at a competitive cost that represents the best value for the Government and the taxpayer.**

*Further details on our specific plans for the future are available in the Real Property Performance Plan.*

## **Supplies and Services**

### **Strategic Goals**

**We will ensure that Federal employees are offered choice, quality, and responsive service as they acquire supplies and services.**

**We will provide leadership and service in responding to the Federal Government's vehicle fleet requirements.**

**We will offer the Federal traveler and user of transportation services choice, timeliness, and value.**

**We will ensure the effective reutilization and disposal of Federal personal property.**

Today, we offer our customers approximately \$8 billion in supplies and services. Through both direct provision of services and the policies and guidelines we coordinate, we see to it that the expenditure of tax dollars is sound and that assets are managed to provide and preserve value for our customers and the citizens.

We will be more committed than ever to free-

ing Federal workers and the work environment from forms, processes, or red tape. We seek to become virtually invisible to our customers as they go about their mission-related activities, secure in their reliance on our effective support and the integration of our processes with their own.

### **Objectives**

Our four general objectives support the Strategic Goals and apply to all of the lines of business: Supply and Procurement, Fleet Management, Travel and Transportation, and Property Management.

#### ***Make Things Work Better***

- Barriers to quality, choice and productivity will be removed by eliminating unnecessary processes, duplicative effort, and burdensome regulations, policies and practices.
- Process redesign and reengineering will be supported by our use of emerging technologies. We will put tools in the hands of our customers which make clear the service and product options available to them, and we will simplify methods for their getting what they need.

#### ***Invest Wisely***

- We will seek means of reducing rates of expenditure and increasing return on investments, while enhancing customer satisfaction. For example, we will aggressively look for opportunities to reduce

investment in inventory holdings (common consumable supplies, motor vehicles, and excess property), both within GSA and across the Government.

- Commercial delivery systems and just-in-time delivery techniques will be used to the maximum extent possible to lower cost and enhance customer satisfaction.

#### ***Exercise our leverage in the marketplace***

- Through both our policies and purchasing power, we will exercise our leverage in the marketplace. This will be designed to save tax dollars, improve service delivery and, in some cases, foster change having far-reaching benefits. Such potential benefits include improving environmental quality through acquisition of alternative fuel and recycled products, and offering stimulus to small businesses and socio-economically challenged enterprises.
- We will continually look for opportunities to introduce products and services which enhance our customers' work environment — something that makes their jobs easier or more efficient.

#### ***Anticipate and adapt to change — in partnership***

- We will continually engage our work force, our customers and vendors in dialogues to identify means by which their work processes can be performed in a more integrated fashion.

- We will involve employees, customers and vendors in alliances which will ensure that our services represent the best practices in the competitive marketplace.
- When we move out of areas in which we no longer add value, we will work with our customers, preparing them and helping them with policy or guidance which position them to adapt to these changes.

#### **Measures**

- We will benchmark ourselves against the best in business.
- We will challenge our business lines and offerings to determine how we add value for the taxpayer and our clients.
- We will set customer service standards and measure ourselves against them.

#### **Our Commitment**

**We will strive to see that our customers have:**

- **Supplies, equipment and services which offer choice and quality, that they get what they need when they need it, and that they benefit from competitive prices.**
- **Vehicle support that is cost competitive, convenient and reliable; and that an asset management approach secures the best return when vehicles are sold.**
- **Travel and transportation services which support the Federal worker's effectiveness when on business-related travel or**



when they wish to ensure the safe, reliable and cost-advantageous movement of material associated with their mission; and which provides aircraft management services to improve the efficiency, effectiveness, economy and safety of Federal executive agency aviation programs.

- Property management services which demonstrate a keen concern for the management of Federal assets; that these assets are promptly reassigned to relieve space resources as well as to avert unnecessary procurements of new materials; and finally that they are disposed of with maximum benefit to the taxpayer.

*Further details on our specific plans for the future are available in the Federal Supply Service Performance Plan.*

## **Information and Telecommunications Technology**

### **Strategic Goals**

Through leveraging our policy responsibilities, we will achieve procurement improvements in the Federal Government, especially innovative methods to acquire technology.

We will become more competitive by creating options for our customers by fostering maximum competition and innovation, and by operating on a full-cost recovery basis.

We will explore and support current and

emerging technologies by helping the Federal Government take advantage of new technologies to enhance communications and enable Electronic Commerce.

**We will provide quality telecommunications services at a competitive price that represents the best value for the Federal Government and the public.**

Information has become a critical national asset shared by Federal, State, and local Governments; industry and, most of all, our citizens. We are responsible for nearly \$25 billion of expenditures a year in computers and local telecommunications through either direct provision or leveraged through our policy and support activities. Our long distance telecommunications network carries approximately \$575 million annually of voice and information traffic. Leveraging the management of these resources makes GSA both an advocate of new technology, as well as the Federal Government's business manager for information and telecommunications resources. We are committed to maximizing the investment outcome for every tax dollar spent on information and telecommunications infrastructure in the Federal Government.

### **Objectives**

#### ***Enhance Information Technology Policy and Leadership***

- We will build partnerships and reach out to our customers, industry and Congress.

- We will seek to establish the best practices and performance standards and see that they are carried out Government-wide.
- We will conduct pilots to determine successful models of integrated information technology solutions and build prototypes.

#### ***Improve Information Technology Acquisition***

- Under the single purchaser concept, we will endeavor to gain a stronger bargaining position with vendors.
- We will serve as the competition advocate for Government price and service negotiations with industry.
- We will work to make Electronic Commerce a reality for Government-wide purchases of information technology.

#### ***Provide Cost-Effective and Technologically-Advanced Telecommunications Services***

- We will provide excellent local services and become the “best in class,” providing cost-effective, reliable telecommunications services throughout the Federal community.
- We will ensure that costs for FTS2000 long distance services remain competitive with commercially-available equivalents and that prices remain below the best available commercial prices.
- We will position the Government to take advantage of the competitive marketplace in the post-FTS2000 environment.

#### **Measures**

- We will benchmark ourselves against the best in business.
- We will set customer service standards and measure ourselves against them.
- For FTS2000, Price Redetermination and Service Reallocation is a unique cost containment feature that ensures competition between the two FTS2000 suppliers and with the commercial marketplace. GSA has negotiated Publicly Available Price Caps which guarantee that prices continue to track the market and remain below the best comparable commercial rates.

#### **Our Commitment**

**We will continue to leverage our policy responsibilities with all sectors to achieve procurement improvement in the Federal Government, and to find innovative methods of acquiring technology. As a leader in Government-wide technology initiatives, we will work to ensure the implementation of “best practices” for measuring and managing information technology. We will continue to enhance our oversight role through greater use of performance measurement, accountability, and cooperative efforts with other oversight authorities and agencies.**

*Further details on our specific plans for the future are available in the Information Technology Service Performance Plan and the FTS2000 Performance Plan.*



# Conclusion

**T**his Strategic Plan heralds the beginning of many new approaches for GSA:

- We are beginning to recognize the reality of the changing work environment and the challenges it presents to our traditional businesses.
- We are beginning to use a more integrated, multidisciplinary method of operation within the Agency and with our customers.

- We are beginning to set outcome oriented performance measurements and hold ourselves accountable for results.

These beginnings will bear fruit only if each GSA employee continues to focus on our Mission: **“to improve the effectiveness of the Federal Government by creating high quality work environments for its employees.”** Difficulties will arise from time to time, but if we work to realize our Vision, and remain faithful to our Values, **WE WILL SUCCEED.**

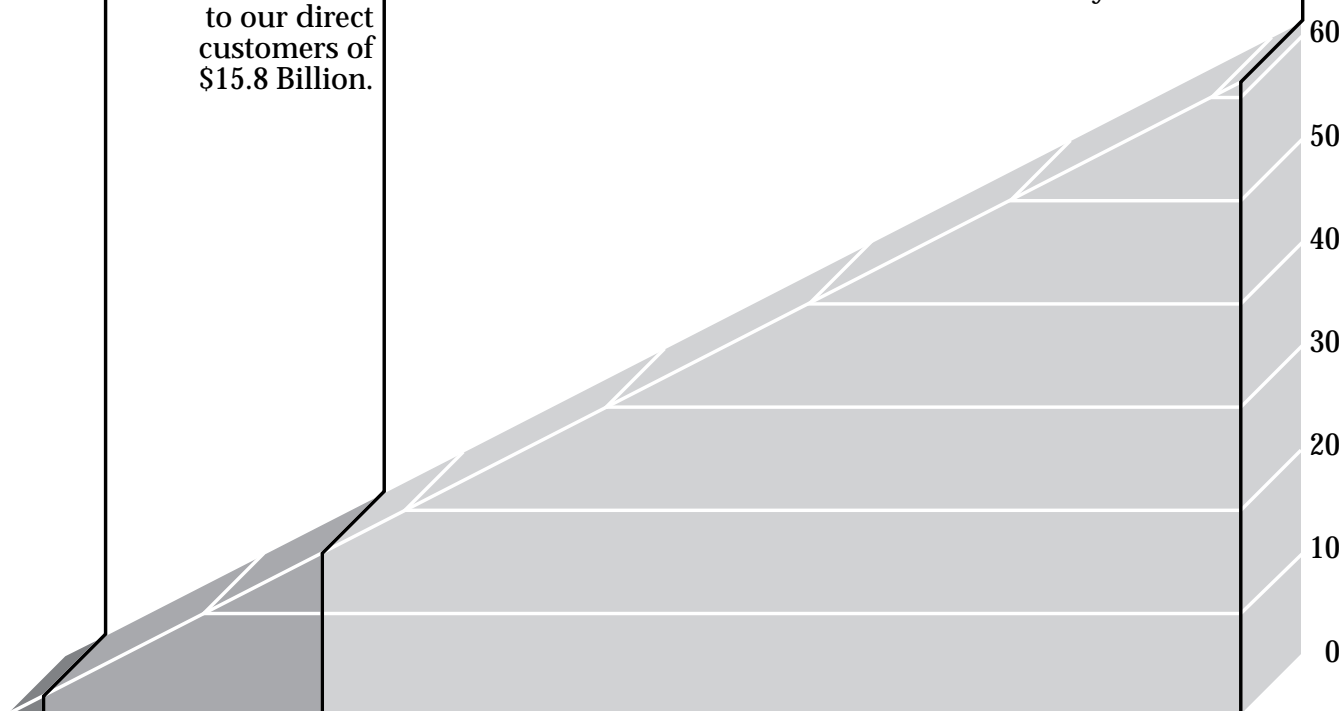
# Financial Responsibility

**G**SA is not only an organization that spends large sums, but also one which influences much more, over \$60 billion in fiscal year 1995. This responsibility presents a major opportunity for us to leverage our efforts to the benefit of all of our stakeholders: our customers, the Congress, and the American taxpayer.

We pay salaries of \$1 Billion.

We deliver goods and services to our direct customers of \$15.8 Billion.

We leverage the effectiveness of the Federal Work Environment by \$61.5 Billion.



Billions of dollars

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**O**ur mission is to improve the effectiveness of the Federal Government by creating high quality work environments for its employees.

**Second Printing**

**January 1995**

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